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A REVIEW OF SUPPORT TO STATISTICAL SYSTEMS FOR MONITORING THE SOCIAL DIMENSIONS OF ADJUSTMENT

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A REVIEW OF SUPPORT TO STATISTICAL SYSTEMS FOR MONITORING THE SOCIAL DIMENSIONS OF ADJUSTMENT1/

1. INTRODUCTION

1.1 The Social Dimensions of Adjustment (SDA) project was launched in July 1987 by the UNDP Regional Programme for Africa, the African Development Bank, and the World Bank in collaboration with other multilateral and bilateral agencies. The objective is to strengthen the capacity of governments in the Sub-Saharan African Region to integrate social dimensions in the design of their structural adjustment programs. The program consists of several components, namely; strengthening national planning capabilities, improving the design of social policies and projects, and building up appropriate information bases. In this paper, the focus will be on the work done under the SDA umbrella to strengthen statistical systems, however it should be borne in mind that, under the SDA, statistics are treated as a means to an end rather than as an end in itself.

1.2 The first time the SDA program was introduced to the Joint Conference was at the last meeting 2 years ago. At that time, there was still comparatively little to report in terms of country-level activities and achievements as the initial focus of the project had been on defining a methodological framework within which countries would be able to address the Social Dimensions of Adjustment. The SDA program includes both a regional component and a country-level component. The regional component, based in Washington DC, works on coordination activities, methodological research, project preparation and follow-up. The country-level activities consist of the country programs themselves. At the time that the first paper was presented in 1991, there were 16 countries that had been appraised, but the only statistical activities at country level were the ongoing support of the Living Standards Measurement Survey (LSMS) surveys in Cote d'Ivoire, Ghana, and Mauritania.

1.3 The occasion of the 1992 Joint Conference provides a good opportunity for assessing the evolution of the program over the past two years and of highlighting the directions it is likely to move into in the future.

1/ Paper to be presented at the seventh session of the Joint Conference of African Planners, Statisticians and Demographers; Addis Ababa, February 1992

2. PROGRESS SINCE 1990

SDA Organization and Coordination:

2.1 The first 2 years of this decade have been years of very intense activity for the SDA. One of the most positive outcomes has been the mainstreaming of the SDA program within the World Bank. This has been achieved through the creation of a new technical division, dealing exclusively with Social Policy and Poverty (AFTSP), within the Africa region. This division, which brings together the SDA, Food Security, and Women in Development, is the very first division in the Bank to be working exclusively on poverty and marks an important commitment by the Bank to tackling issues of social policy. In addition, each country department in the Africa Region now also has two people working closely with AFTSP on issues associated with social dimensions.

2.2 In the area of statistics and information systems, the SDA regional unit has, in the last two years. also been progressively building up its resources and capabilities to provide ongoing support to participating SDA countries. The Social Monitoring and Analysis Group within AFTSP is now the Bank's largest repository of statistical expertise in the Africa Region and consists of survey statisticians, data processing specialists and socioeconomic analysts all working on helping countries to develop appropriate information systems to improve the design of poverty-sensitive economic reform programs.

2.3 In parallel with the mainstreaming activities within the Bank, there has been a very conscientious effort to strengthen coordination with partners outside the Bank. For a multi-donor funded program such as the SDA and one which must also cover multiple sectors, the issue of coordination is a particularly important and complex one. The main coordinating body for the program is the SDA Steering Committee composed of donors and technical agencies with an interest in the SDA which, in general, meets twice a year. The Steering Committee provides the program with broad guidelines and directions. To facilitate the work of the Steering Committee, a smaller Working Group meets before Steering Committee to prepare the way. Two technical subcommittees have also been formed to deal with specific technical issues. These are the SDA Statistics Subcommittee and the SDA Regional Training Program Subcommittee. Originally consisting only of donors and technical agencies, membership of these subcommittees has been expanded to include representatives from the participating SDA countries. These subcommittees have, in the last year, come to play an increasingly important role in monitoring and

evaluating the respective components of the SDA program and in providing an important coordinating mechanism to reduce duplication of efforts and coordination of technical activities.

2.4 At the last meeting of the Statistics Subcommittee which met in Cairo in September 1991, the recommendations were made that membership be opened up to all directors of statistics (or their representatives) in participating SDA countries, and that two meetings be organized each year - one to provide an intercountry exchange of experiences on purely technical issues, and the other to review strategic and operational issues. The Training Subcommittee, which last met in Munich in October 1991, similarly recognized the importance of its role in promoting coordination and steering regional training activities in the areas of surveys and statistics, policy analysis, and social program design and implementation.

Country Operations

2.5 While there has been much activity at the regional level over the past two years, it is really at the country level that most of the work has taken place. In the past two years, the level of country participation has dramatically increased. Among the 33 participating countries, 28 Sub-Saharan countries and Egypt have SDA activities planned or ongoing, 18 have activities being implemented, 5 countries have been appraised but funding has not been secured, and 5 countries are at the pre-appraisal stage. In Somalia, where disbursement had started, all activities have stopped.

2.6 In the area of statistics and national information systems, there have been substantial activities both in the area of data analysis and data collection. On the analysis side, the initial focus was on the execution of Country Assessment Papers (CAPs). The purpose of the CAP was to help with the formulation and design of the SDA program using whatever data was available in the country. Increasingly, as projects have become operative, the emphasis has switched to the preparation of Poverty Profiles using household survey data. Such profiles have been conducted using data collected through the SDA survey program as well as from other household survey sources. On the data collection side, so far, 15 countries are currently implementing Household Survey Programs. Table 1 summarizes the main analytical and survey outputs at the time of writing.

Table 1
Summary of data analysis, processing and collection activities: 1989-1992

	ANALYSIS		DATA COLLECTION AND PROCESSING			
			Priority Survey		Integrated or income/ expenditure survey	
	Country assessments[1]	Poverty profiles[2]	Results available[3]	In progress[4]	Results available[5]	In progress[6]
PRE 1990	11	2			2	
1990	1	3			3	
1991		1	4	6	3	5
TOTAL	12	6	4	6	8	5

1 Togo, Central African Republic, Madagascar, Zaire, Burundi, Rwanda, Malawi, Cameroon,
2 Mauritania, Mozambique, Zambia, Senegal.
3 Mauritania, Rwanda, Ghana, Cote d'Ivoire, Uganda, Somalia
4 Chad, Guinea Bissau, Guinea, Zaire
5 Cote d'Ivoire, Senegal, Zambia, Gambia, Malawi, Mauritania
6 Cote d'Ivoire (4 years), Ghana (2 years), Mauritania (2 years)
Ghana, Senegal, Madagascar, Uganda, Malawi

2.7 In addition to the formal surveys, qualitative Beneficiary Assessment methods to collect information are also being proposed to countries. This approach provides project managers and policymakers with information about community-based factors that may enhance or limit project success such as living conditions, economic realities and expressed needs of beneficiaries. Beneficiary assessments have started this year in the Central African Republic, Zambia and Mali, and one is planned in Madagascar.

2.8 An important feature of the SDA program has been its success in raising funds for statistical activities. In the 3 year period since the first countries started to participate in the SDA program, 23 statistical programs have been appraised and US $ Million 57.5 has been earmarked specifically for supporting national statistical offices. Of this, US$ Million 23.3 are in the form of World Bank loans, US$ Million 28.6 are through grant financing leaving a US$ Million 5.3 funding gap that is still to be filled. A breakdown by country is given in Annex 1.

Implementation Issues:

2.9 ADAPTABILITY OF METHODS: As the SDA Statistical Subcommittee has pointed out at several of its meetings, the SDA survey methodology needs to be kept flexible and the prototype surveys should be capable of being adapted to meet specific country requirements. Countries implementing both

the IS and the PS have consequently been encouraged to include an extensive review process with national users and to make such adaptations as they see fit, without jeopardizing the overall survey objectives. Chad and Guinea Bissau are examples of countries that have made relatively few alterations to the basic PS questionnaire but have added expanded expenditure modules. Senegal and Cote d'Ivoire on the other hand are examples of countries that have made extensive adaptations. Ghana has done the same for the IS, by expanding the expenditure section so as to be able to satisfy other national information needs.

2.10 But there are of course trade offs. Countries that chose to implement an IS or a PS without making many changes have been better placed to take advantage of the "off-the-shelf" SDA questionnaire, systems designs and tabulation plans. This has meant that they have been able to move ahead with the implementation of their surveys faster than other countries where more substantive changes have been proposed to the prototype designs. But, on the other hand, they have had to accept the rigidities entailed in using the unmodified prototype system. The advantages and disadvantages of adhering strictly to the prototype designs are issues that have to be carefully weighed by each country.

2.11 DATA PROCESSING ISSUES: The area of data processing remains a difficult one for nearly all countries and the cause of some of the longest delays. While some countries, such as Chad and Ghana, have experienced delays in the acquisition of materials (hardware and software), the main problems are in the training and retention of suitably qualified persons to design and implement the necessary systems. Africa suffers from the fact that few software companies are willing to provide the sort of support and backup services that are really needed. It also suffers from the fact that many of the best programmers who are sent overseas for training leave public service to take up more remunerative employment in the private sector when they return to their own countries.

2.12 In assisting countries to strengthen their data processing capabilities, the SDA is following several strategies:

- The regional SDA unit has been making available its own DP specialists directly to certain countries, including Ghana, Cote d'Ivoire, Guinea Conakry. This has taken the form of extended missions (4-8 weeks) to the countries to help set up the systems and to train national staff in the use of the software. This strategy however puts enormous demands on the SDAs own DP team and

efforts are now underway to identify African consultants familiar with the SDA systems who can be made available to SDA countries.

- The SDA has also been working closely with agencies having more specialized resources in the area of data processing that are able to provide extended follow-up services and training to national DP staff, and it is passing over to them the responsibility for providing the technical follow-up in the area of data processing. The clearest example has been the association that has been built up with the International Statistical Programs Center (ISPC). Not only does the ISPC provide software, but it has also followed this up with training and technical missions to the countries its systems. Countries to be helped in this way include, Chad, Senegal and Madagascar.

- The SDA also places considerable emphasis in its regional training program on data processing referred to earlier.

2.13 Data processing issues will, however, continue to dominate the problems faced by national statistical offices, and these issues are clearly not unique to the SDA program. In the long term, solutions will need to be sought through a collaborative effort by donors to build up and deepen national capacities in this rapidly evolving area.

2.14 MOVING FROM A SURVEY PROGRAM TO A WELFARE MONITORING SYSTEM: The development and implementation of an SDA statistical program is not an end in itself but only a means to an end, which is to assist countries to address social issues in the design and implementation of national economic reform programs. It is essential therefore that the survey data are <u>used</u> and fed quickly into the national planning and policy-making process. The effectiveness of the survey instruments must eventually be judged on this basis. The development of a welfare monitoring system, which is the basic objective of the SDA statistical program, is more however than the mere implementation of a program of household surveys. Under the SDA program, the objective is not just to strengthen national institutional capabilities to <u>collect</u> data, but also to <u>analyze</u> it and <u>disseminate</u> it. Increasing emphasis is being given to these 'downstream' elements of the overall monitoring system. The Kenya Household Welfare Monitoring system, for instance, which is being supported by the SDA, entails the strengthening of a unit within the Ministry of Planning which will have as part of its functions, the maintenance of a socioeconomic database and the production of an annual report on social trends.

Regional Level Activities:

2.15 METHODOLOGICAL WORK: During the period under review, the SDA has been heavily engaged in the area of methodological development. The broad conceptual framework for the SDA is presented in Making Adjustment Work for the Poor 2/ This provides the necessary economic rationale for the SDA, the empirical framework that countries need to develop, and a review of the major policy issues to be considered. The second document in the series consists of a set of Analysis Plans 3/ designed to assist policymakers, planners and analysts in studying the effects of adjustment on welfare. The third and fourth documents provide guidelines on how to implement the SDA Priority Survey4/ and SDA Integrated Survey5/ which would provide the necessary data for the proposed analysis.

2.16 One more document in the series that should be released shortly is a report providing guidelines for carrying out and analyzing Community Surveys. In this regard, it is also worth highlighting the increasing emphasis that the SDA is putting on the need for qualitative data to complement the more traditional statistical surveys. Another document to be produced will be a set of guidelines for conducting Beneficiary Assessment using methodologies developed and used more by sociologists.

2.17 As far as future methodological work is concerned, the main emphasis will be on methodological testing at the country level. It is intended that, as far as possible, ideas for methodological research should come from the countries themselves, however the following issues are also being proposed for consideration: the use of normative versus actual answers for collecting income and expenditure data, the use of different recall periods, the use of

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2/ World Bank. 1990. Making Adjustment work for the Poor. SDA Unit, Africa Region, Washington D.C.

3/ World Bank. 1990. Analysis Plans for Understanding the Social Dimensions of Adjustment. SDA Unit, Africa Region, Washington, D.C.

4/ Grootaert and Marchant. 1991 The Social Dimensions of Adjustment Priority Survey. An Instrument for the Rapid Identification and Monitoring of Policy Target Groups . SDA Working Paper No. 12. Washington, D.C.: World Bank

5/ World Bank. 1991. The SDA Integrated Survey: A Survey to Measure Poverty and Understand the Effects of Policy Change on Households. SDA Unit, Africa Region, Washington, D.C.

diaries for expenditure surveys. There is also an awareness of the need for more work to be done in the area of developing socioeconomic databases and advising on the setting up of systems that allow for easy updating and access to the data as well as for easy maintenance. Software for survey data processing is another important issue and, although the SDA would not be directly involved in the development of such software, it is trying to establish and maintain contacts with those institutions that are.

2.18 ANALYTICAL WORK: The analytical challenge for the SDA is to establish the linkages between macroeconomic policy, and welfare at the household level. Essentially, the bulk of the analysis is to be carried out at country level by national planners and policy-makers. There is nevertheless also an important regional studies component which comes under the regional SDA program. In addition to the reports and studies produced at the country level by national institutions, the main outlet has been the SDA Working Paper Series. This series aims to disseminate in a quick and informal way the results and findings from the Project to policymakers in the countries and the international academic community as well as the staff of international agencies and donors associated with the project. At the time of writing 11 papers have been produced in the series. These include national poverty profiles as well as sectoral studies based on the approaches advocated in the SDA Analysis Plans. Consequently, apart from their intrinsic interest, they are also of value as models for national analysts to draw from.

2.19 INSTITUTIONAL DEVELOPMENT AND TRAINING: The efforts of the SDA initiative to support institutional development and training are closely coordinated with related ongoing activities. Programs dealing with institutional development in the statistical area -- data gathering, processing and analysis, poverty assessments and analysis -- are under implementation in all the participating countries. The SDA training-related activities have been carried out in three areas: (a) regional courses, (b) national courses and (c) workshops.

2.20 Regional Courses: (i) A course on Data Preparation was organized in Abidjan from July 23 to August 17, 1990. The purpose of this course was to enable the participants to produce clean household-level data sets. (ii) A Study Tour to the World Bank's Headquarters and Bolivia was organized from September 12 through September 26, 1990 for managers of Social Development Funds in 5 countries: Benin, Uganda, Malawi, Guinea and Somalia. (iii) The first phase of a training course on labor market analysis was organized from September 3 to October 15, 1990, in Yaounde, Cameroon. It

is to be noted that a pilot course was initially offered in 1989 in Abidjan and was supported by the SDA unit through the provision of one staff as trainer. (iv) The second phase of the course on Labor Market Analysis was held in Yaounde Cameroon for 4 weeks, with the participation of 15 Cameroonians and non-Cameroonians. The SDA RTP funded the participation of 5 non-Cameroonians. (v) The course on Survey Data Processing was for 6 weeks, and was organized in Dar-es-Salaam by the Munich Center and the Eastern Africa Statistical Training Center (EASTC); 14 participants from 7 countries participated in this course.

2.21 National Courses: National training activities have been developed in the framework of SDA national Projects. They include, (i) A Survey Data Entry training course delivered in Malawi by the Munich Center from August 6 to August 28, 1990. (ii) The Regional Training Program has assisted in the placement and funding through national projects of the participation of nationals in training courses abroad, such as those organized by the ISPC (US Bureau of the Census) in statistical computing.

2.22 Workshops and Seminars: (i) A one day workshop on the SDA organized in Malawi. The purpose of this workshop was to build greater understanding between the government and its social partners, especially NGOs. (ii) A three-week workshop, which included poverty analysis of household survey data, was conducted in Uganda. (iii) The SDA Regional Training Program was represented in a number of workshops including a consultation meeting on a proposed Regional Training Project on food and Agricultural Policy Analysis, held in Arusha.

3. THE WAY AHEAD

3.1 In 1992, the SDA program will be moving into a new phase, and a revised project document is currently under preparation. It is proposed to establish under the UNDP fifth cycle (1992-96), a successor Program primarily country-focussed and involving even greater cooperation between African countries and the UNDP, the World Bank, the African Development Bank, and other multilateral and bilateral agencies and donors.

Objectives

3.2 In the next phase of the program, the objectives will be to support governments in the Region to design and implement poverty-focused social development strategies and

programs. This will be done by translating the four focus areas of the SDA Policy Agenda into country level programs through the following activities:

- Reinforcing national capacity for poverty assessment and monitoring;
- Strengthening macroeconomic and sectoral policy management with the goal of introducing poverty reduction in policy and program formulation;
- Supporting social action programs and measures such as beneficiary assessment;
- Implementing national training programs to improve analysis, design and assessment of social action programs and related initiatives; and
- Producing data needed for survey, analysis and poverty assessment activities.

Implementation Arrangements

3.3 The Program will consist of three related Regional Projects involving the three original cosponsoring agencies, UNDP, ADB, and the World Bank.

- It is proposed that UNDP will be responsible for managing the collective dialogue and continuing to ensure overall coordination as it did under the fourth cycle.
- The ADB will coordinate the identification, appraisal and follow-up of country programs. The ADB will ensure that project preparation and follow-up missions are undertaken jointly with UN agencies, as appropriate.
- The World Bank will support national programs to monitor and evaluate poverty and social issues, and to ensure that such concerns are adequately reflected in the design of macroeconomic policies. This will include continued support to and strengthening of national information systems and to the building up of national analytical capabilities.

4. FURTHERING STATISTICAL DEVELOPMENT IN AFRICA

4.1 SDA support to statistical services in Africa will continue to be an important component of the Fifth cycle program. But it is also important that this is placed in the broader context of statistical development for the

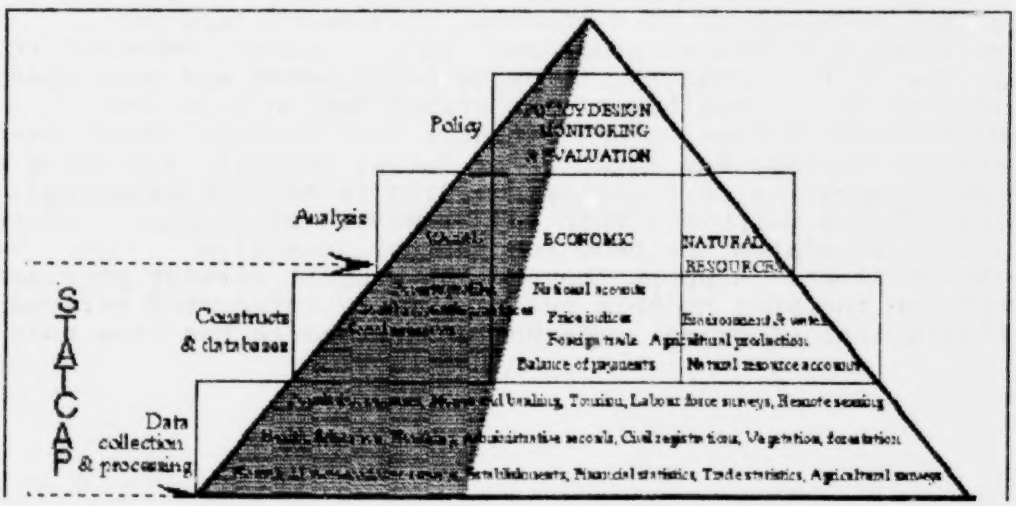
continent as a whole. Delegates to this conference need no reminding of the Addis Ababa Plan of Action for Statistical Development in Africa in the 1990s which was tabled at the 1990 Joint Conference and later adopted by the ECA's Council of Ministers. The Plan of Action proposes an intensive and coordinated support program to strengthen statistical capabilities in Africa. Collaborative efforts to improve the both the supply and use of statistical information are going to be the order of the day for the remainder of the decade. Realistic statistical development plans are however going to have to be conceived against the prevailing backdrop of the structural adjustment programs that nearly all African countries are experiencing. Statistical development will consequently have to promoted within a framework of economic reform, civil service reorganization and reduced resources for public service programs. Clearly, the SDA which, in recent years, has emerged as one of the most important mobilizer of resources for national statistical offices will be an important actor in this process, but more is still needed.

4.2 The World Bank will be an active partner in assisting African countries take the Addis Plan forward. In so doing, it is perhaps uniquely placed, as a result of the ongoing dialogue it has with national governments on their economic reform programs, to promote the need for strong statistical systems as part of the overall economic reform program. This integration of statistical capacity-building into the larger structural adjustment program has been a concept that has already become well established under the SDA program and will be an important prerequisite for success. It is evident that there will be considerable activity involving a number of national and international agencies working in the area of statistical capacity enhancement and, while it is unrealistic to expect that all these agencies will have fully compatible or similar objectives, there is without doubt a joint commitment to the cause of strengthening national statistical capabilities in Africa as well as a willingness to coordinate efforts in this enterprise.

4.3 To meet this challenge, the World Bank has been working on the development of a strategy to support capacity building statistical programs. This strategy, referred to in the Bank as STATCAP, is being coordinated and developed jointly by 3 divisions of the Africa Region Technical Department (Economics and Finance, Institutional Development and Management, and Poverty and Social Policy). The focus of the strategy is on capacity-building to deliver essential statistical outputs within the framework of economic reform and it advocates the need for further intensive international support (beyond the support already provided through the SDA) to help build up fully integrated national statistical programs. The World Bank shares the view that

there exists at present an imbalance between the demand for, and the supply of, statistical data. Drawing on the groundwork of the SDA, the Bank will stress the need to pay greater attention to the demand side, also that the production of statistics should be determined much more by national policy and development objectives than by international needs. This suggests that assistance in improving statistical systems needs to shift emphasis to improving the use to which statistical information is put. Statistical systems need to be seen holistically, with the collection, storage and dissemination, and analysis of information all interacting together. The demand-driven statistical system encourages wide interaction between: data users and producer; between the different suppliers of statistics, and; between donor agencies supporting statistical programs. It lays particular emphasis on information management as an issue that has to be addressed in developing a national information system. It goes without saying that the Bank, in carrying out its functions, will at all times be doing so in close consultation and coordination with the other organizations and agencies working towards the same common goal of statistical capacity-building in Africa.

4.4 The following diagram illustrates the relationship between the SDA program and STATCAP. The diagram shows how better planning and policy design depends on a solid information base. SDA areas of activity are broadly indicated by the shaded areas on the left hand side of the pyramid. They stretch from the bottom to the top. STATCAP, on the other hand, is multisectoral but is concentrated on the bottom two-thirds of the pyramid. If the primary objective of the SDA statistical program may be said to be to provide timely and pertinent data for policy design, then that of STATCAP is capacity-building to ensure that national organizations can build up the potential to define statistical priorities for policymaking and to supply and use statistics across all sectors on a sustainable basis.



ANNEX

Funding of Statistical Programs by Country and by Source as of December, 1991. (In US $ Million)

Country	Total	Govt.	ADB	UNDP	IDA	IBRD	SNDN	USAID	CIDA	EEC	FRG	ODA	Swiss	Nrwy	GAP
Burkina Faso	2.1	0.1			0.2									0.3	1.60
Cameroon	4.1					4.1									0.00
CAR	3.8				3.8										0.00
Chad	2.4							1.2					1.2		0.00
Cote d'Ivoire	1.6					1.6									0.00
Egypt	1.4				1.4										0.00
Gambia	3.3		3.3												0.00
Ghana	2.9				0.5						1.0	1.4			0.00
Guinea	2.6	0.3	0.8		0.9				0.6						0.00
G-Bissau	0.1				0.1										0.00
Kenya	2.8				2.0										0.80
Madagascar	2.0			1.0	1.0										0.00
Malawi	4.3	0.3	1.0		2.0						0.2	0.3		0.5	0.00
Mali	4.0		0.5		0.5					0.5				0.5	2.00
Mauritania	2.5										2.5				0.00
Mozambique	2.2			2.2											0.00
Sao Tome	0.4	0.4													0.00
Senegal	2.1	0.4			0.8				0.9						0.00
Somalia	2.6		2.6												0.00
Tanzania	2.9		1.5				1.5								0.00

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INTERAGENCY PROGRAMME FOR STATISTICAL MEASUREMENT OF THE ACHIEVEMENT OF SOCIAL GOALS AND HUMAN DEVELOPMENT PROGRESS IN THE 1990'S

United Nations Statistical Office
New York

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ANNEX : INDICATORS

INTERAGENCY PROGRAMME FOR STATISTICAL MEASUREMENT OF THE ACHIEVEMENT OF SOCIAL GOALS AND HUMAN DEVELOPMENT PROGRESS IN THE 1990'S

I. INTRODUCTION

1. This paper reviews progress in the development of an inter-agency project on programme for statistical measurement of the achievement of social goals and human development progress in the 1990's. The project is being developed by an Interagency UNDP/UNICEF/UNFPA/UN Statistical Office working group. The project, going under the name Statistical Services for Measuring the Achievement of Social Goals and Human Development Progress (STATGOAL), is to be the statistical centerpiece of a major effort of technical cooperation in the 1990s by the United Nations system to give guidance, assistance and support to developing countries as they strive to ascertain progress in the achievement of social goals and human development. When finally formulated it is expected to be co-sponsored by the United Nations, the United Nations Development Programme (UNDP), the United Nations Children's Fund (UNICEF) and the United Nations Population Fund (UNFPA). Although many of the programme details and institutional arrangements for STATGOAL are still under discussion, the broad outlines of the proposed project are presented in this paper.

II. BACKGROUND

2. STATGOAL is the culmination of a major interagency initiative begun in 1989 for the purpose of helping individual developing countries measure the achievement of certain social and human development goals and targets which they have adopted for the decade of the 1990s. The interagency working group, undertook the initiative in the context of a number of social targets to which UN member countries have subscribed. These include priority statistical indicators for measuring progress and degree of overall achievement in the 1990s jointly agreed upon by UNDP in the context of its work in human development, by UNICEF in connection with its interest in monitoring the situation of children and women in general and more specifically in monitoring progress towards the goals set by the World Summit for Children, and by UNFPA in context of the Amsterdam Declaration on Population in the 21st Century. The set of indicators also captures key goals and targets of WHO's Health-for-All by the Year 2000, particularly those relating to children, women and family planning which are common goals for WHO, UNICEF and UNFPA.

3. The Joint Conference of African Planners, Statisticians and Demographers had at its 6th Sessions in 1990 deliberated on a joint UNICEF/UNFPA/UN Statistical Office proposal on indicators for monitoring progress towards achieving social goals and progess in human development in the development decade of 1990's. The

Conference had been invited to comment on the preliminary review of measurement objectives and methodological requirements. The Conference endorsed the broad outlines of the proposal as well as the rationale of the initiative. The proposal has also been reviewed and endorsed over the last-three years by the ACC Sub-Committee on Statistics at its meetings in 1989, 1990 and 1991 and by the 26th Session of the UN Statistical Commission in 1991.

4. The Inter-agency working group has during this period continued with the development work on the proposed initiative. Five pilot studies have been conducted in Ecuador, Kenya, Mali, Mexico and Philippines to ascertain inter alia the availability, quality and use of the priority indicators, as well as other indicators of key interest to the national Governments concerned. The pilot assessments, were undertaken by joint missions involving independent consultants and included representatives of the interagency working group and the respective regional commissions. Each mission has examined the availability of data for 28 priority indicators and 6 indicators on the situation of women. Assessment of the situation on each priority indicator identified by the Interagency working group and by the five countries themselves is detailed in the Annex to this paper. These pilot studies have identified a number of problems which can broadly be categorized as: lack of timeliness of data produced; inadequate understanding or ability to use data for planning, programme formulation and monitoring; lack of data or gaps in data for some of the important indicators; inadequate quality of data in terms of reliability, coverage, accuracy and relevant disaggregations; demand for tools which provide rapid data feedback in many situations where standard systems do not exist or are inappropriate, particularly for monitoring; and inadequate coordination of statistical resources and donor inputs. These problems are highlighted in a synthesis report of the five pilot studies. This report was reviewed recently at a roundtable meeting convened by UNICEF in Cairo, as part of the proceedings of the 48th Session of International Statistical Institute.

5. The five pilot studies have brought to light some of the issues that are likely to be encountered in any national monitoring programme which relies on statistical data as necessary inputs. They have also highlighted the problems of inter-country comparisons in any global assessment of progress towards the attainment of social goals. Important lessons learnt from the pilot studies include the need to promote the use of data, the political commitment to monitoring, co-ordination of statistical activities within each country, the need for user-producer dialogue, the advantages of donor co-ordination of assistance to statistics, and the importance of all monitoring programmes to take account of similar activities taking place in the country to avoid unnecessary duplication of effort. Rivalries at national level within both

national and international agencies have sometimes proved to be a major stumbling block to the adoption of a co-ordinated approach to the development and improvement of statistics in some developing countries.

6. The success of any monitoring exercise it has been recognized depends primarily on the priority accorded to it by the national Governments. In this context therefore the indicators to be monitored should be those selected to reflect national priorities. The Governments need to be convinced that monitoring progress towards the attainment of social goals is in the interests of Government themselves and their people. Governments also bear priority interest in the break down of these indicators by geographic, sex and other socio-economic categories.

7. The convergence of several related factors highlighted in the pilot studies points to the need for a concerted effort by the United Nations system with respect to development and coordination of the statistical aspects of measurement of social goals and progress in human development in the 1990s. Among these factors are the following:

(a) Statistical guidance to many developing countries is needed as they strive to set targets and assess progress over the decade. Such guidance is essential to establish consistency of approach in concepts and definitions at the national level, as well as beginning the process of striving for international statistical standards and comparability with respect to measurement of social goals and progress in human development. The requisite guidance is seen to include technical assistance and training. Technical assistance is needed to help countries formulate strategies and statistical plans for their measurement efforts and to provide ad hoc advice on specific development aspects of measurement of social goal and progress in human development including use of data for action, survey/sample design, data processing, analysis and specialized techniques and tools (synthetic estimation methods, rapid assessment methodologies, surveillance methodologies etc.). Training has to be a key feature of the technical assistance to be provided.

(b) Statistical indicators promulgated in support of various international programmes of the United Nations are profuse and overlapping. Inasmuch as measuring the achievement of social and human development goals will be a major operation both nationally and internationally in the 1990s work must continue on developing and further refining a set of core indicators that countries would want to adopt for compilation and utilization.

(c) More importantly, however, it is the purpose to which indicators are to be put which is of primary concern. They are not for the primary use by international agencies but by the individual countries though a core set of indicators would be of considerable use for comparison across countries. There is thus a need for flexibility in supporting limited sets of indicators which are more specific for some countries than others, or for some purposes more than for others. Related to this is the need to develop and promote workable models for assessing progress statistically, perhaps indicator-by-indicator.

(d) The further development of special methods such as rapid assessment techniques and the subsequent preparation of related technical studies, manuals and other relevant materials are seen as necessary to help guide countries deal with the somewhat amorphous task of measuring social and human development goals and monitoring progress. Provision of practical guidance on these specialized methods, especially techniques for using existing data more effectively, is required in order to further the prospects of assessing a country's current situation quickly. Thus, not only is evaluation of "rapid assessment" and other tools for monitoring a necessity but practical solutions for improving such methods is the key. Though there exists a body of literature on social indicators, there is very little practical documentation available on monitoring per se on related statistical methods and procedures. As a result, individual countries do not have the well-grounded reference material or documentation they need to tackle a decade-long challenge as demanding as measuring the achievement of social goals and human development progress.

8. The UN Statistical Office under the guidance of the Interagency Working Group and working in collaboration with the specialized agencies and regional commissions will be the focus for the statistical work in connection with STATGOAL described above. There remain promotional aspects, however, which are somewhat outside the purview of the UN Statistical Office and which will have to be actively pursued by the participating agencies. These include availing the benefit of the significant presence of some of the specialized agencies in the countries to promote adoption at the highest levels of Government of social goals and targets on human development. This too may entail provision of technical assistance to countries to institutionalize mechanisms to monitor these goals and targets.

9. In context of Africa it should be noted that a concerted effort is already underway on the part of UNDP and ECA to collaborate in proposing a strategy for the development of statistics in the 1990s, with emphasis on building the capacity for self-sustaining statistical systems for countries to respond to country needs for data. In that context, effective coordination between that effort and the development of country proposals under STATGOAL will need to be put into place.

III. OBJECTIVES

10. The objectives of STATGOAL are to assist developing countries ascertain the degree to which their social and human development goals will have been achieved at the end of the decade and to measure and monitor progress (that is, change) toward those goals during the decade. One of the significant benefits to countries from STATGOAL will be further strengthening of statistical capacity to measure goals more accurately and with better timeliness. The projects primary thrust will be in promoting ways and means for countries to improve their own monitoring capability so that data are effectively used to stimulate and strengthen action toward achieving progress in meeting goals and targets.

11. The immediate objectives for STATGOAL, to be accomplished over the initial 3-year phase of the programme and in collaboration with the specialized agencies and the regional commissions are varied and include inter alia project formulations at the country level, technical assistance, research in methods and technique of measurement and training.

12. It is anticipated that, in the first phase, as many as sixty countries would avail assistance in the development of plans for measurement of and progress in human development in accordance with their national programmes. Assessment missions to ascertain problem areas and suggest strategies for building a viable programme of measuring progress including models for baseline and periodic estimates will be undertaken. Technical assistance will also be provided to developing countries in the implementation of their plans for measurement of social/human development goals focusing on specific aspects of timeliness, use of data, filling data gaps, improving quality and improving coordination.

13. As its second immediate objective the project would through research, undertake the development of appropriate techniques for improving the measurement process at the country level. A series of technical studies need to be undertaken on techniques and strategies for monitoring and for statistical measurement, as dictated by country needs. These may include methods for making provisional estimates of birth and death rates in the absence of 100 percent coverage; design of coverage studies to estimate degree of undercoverage in civil registration and preparation of

concomitant adjustment factors; design and utilization of sampling methods for processing administrative records in health and education sectors; design of sample registration systems; design of viable data processing strategies for timeliness in measurement and monitoring; design of appropriate statistical models (baseline figures, issues of frequency) for monitoring, perhaps indicator-specific and which promote to the maximum extent use of all major sources of data; techniques on how to integrate social variables into development plans and policy formulation; development of improved techniques for dissemination of data and information; methods on building and/or strengthening computerized information systems, especially in health and education; methods for making various technical improvements in statistical systems, especially rapid assessment methodologies and household surveys including survey methods, master samples, techniques for sampling the urban poor, estimation techniques and analysis methods; and study of the feasibility of developing a core questionnaire for monitoring. This is an illustrative list of the various possible topics for technical studies. Other options will be identified and undertaken as appropriate particularly in the area of using data for action.

14. The third immediate objective pertains to training in methodology for statistical monitoring which will be organized in cooperation with specialized agencies, regional commissions and regional teams. Interregional and/or regional workshops on statistical models and methods, and analysis techniques for social monitoring will be carried out. Workshops on statistical methodology for social monitoring at the country level will be conducted for statisticians and data users. Promotional contacts will also be made with international statistical training institutes to add statistical courses on measurement of social goals and progress in human development to their regular curricula for training developing country statisticians. The development of training materials that can be used in improving the skills of junior personnel, especially in data collection aspects, in ministries responsible for administrative statistics will be promoted.

IV. COORDINATION

15. Effective coordination of major data collection programmes such as DHS, INFS, LSMS, NHSCP, PAPCHILD, SDA etc. will be a cornerstone of STATGOAL. Effective coordination with WHO, UNESCO and ILO will also be ensured on matters of definitions of standard and concepts for indicators through consultations of the Interagency working group.

V. EXPECTED END OF PROJECT SITUATION

16. Universal achievement by the year 2000 of the social and human development goals discussed here entails an immense measurement effort. It will require human and financial resources, focused and strong coordination, continuing development of statistical infrastructure and innovative techniques for monitoring progress and measuring change. It is anticipated that at the end of 1994 a minimum of 60 countries will have, in varying degrees and modalities, established mechanisms and procedures for measuring periodic progress throughout the decade of the 1990s in the attainment of social and human development goals. STATGOAL will have facilitated this process substantively and technically by providing directly or assisting in providing the following:

(a) Assessments of country needs.

(b) Project plans, strategies and models for measuring progress at the country level.

(c) Research and development methods for guiding the process.

(d) Technical documentation of methods for measurement and data utilization.

(e) Training tools and implementation.

(f) Ad hoc and specific technical assistance and backstopping in a wide array of statistical applications.

(g) More standarized concepts and definitions for key indicators.

(h) Capability for countries to produce requisite data on key indicators, with timeliness, reliability, utility and validity.

ANNEX

INDICATORS

The missions undertaking the pilot studies had endeavoured to ascertain disposition of each of the respective countries on each of the 28 indicators and 6 additional indicators on women. These had been pre-identified by the Inter-agency Working Group to facilitate the work of the mission. The missions also endeavoured to ascertain status on availability of data on these indicators and on any additional ones that the countries concerned had accorded priority to. This note details the findings of the pilot studies on these indicators as reported in the synthesis report. The 28 indicators have been classified into five subgroups on Mortality, Health, Education, Demographic and Economic categories.

Mortality

(1) Infant Mortality Rate (IMR)

For all five countries, IMR has been available mainly from censuses or surveys as estimates using direct or indirect techniques. In the two African countries (Kenya and Mali), the civil registration system suffers from poor coverage and thus no meaningful estimates based on it can be derived. The same is true of the remaining three countries. For example in Mexico IMR is available from both vital registration and household surveys but the two rates diverge significantly. Thus the Mexican National Population Council (CONAPO) bases its estimates of IMR not only on one source but from all available survey data as well as vital statistics derived from the civil registration system.

(2) Under Five Mortality Rate (U-5MR)

Due to the fact that there are still defects in the civil registration system in all five countries, the main source of U-5MR like IMR is household survey based estimates. All five countries have continuing programmes of household surveys and thus in the immediate future data for deriving the indicator should be available on a regular basis, at least once in 5 years. However as a properly functioning civil registration system is the best source of mortality data, efforts should be made to improve the system in all five countries so that reliable mortality rates can be derived from it.

Some countries with some mechanisms for monitoring in place like Philippines do not monitor U-5MR but rather Child Mortality Rate (CMR), that is deaths to children aged 1-4 per 1000 population in that age group.

(3) **Maternal Mortality Rate (MMR)**

There is a general state of disarray with respect to data on maternal mortality. Information on MMR is available on a regular basis in Ecuador, Mexico and the Philippines. However, in some of them problems of coverage and timeliness as well as the accurate certification of cause of death bring into question the reliability of the estimates so derived. Similar data are not available for Kenya and Mali, even though they are considered very important. There are problems of definition which are linked with the proper certification of cause of death. Since all countries consider MMR an important indicator, WHO and other relevant UN agencies need to assist countries to overcome the definitional and other problems that make it impossible for reliable estimates to be available.

(4) **Number of deaths from neonatal tetanus per 1,000 live births**

This indicator is published annually in the Philippines and is based on cause of death statistics. In Africa data on cause-specific mortality are generally difficult to obtain due to problems of coverage and certification of deaths in the civil registration systems. The health information systems in these African countries are also generally defective, since the persons who use the health services covered by the health information system are not representative of the whole country. Nevertheless, data from the health centres can provide some indication, however, biased of cause-specific mortality rates among children. The biases may be corrected by adjustment factors which can be developed after methodological and evaluation studies have been carried out.

(5) **Number of deaths of children under 5 years of age from diarrhoea per 1000 live births**

The comments made about neonatal tetanus apply here. There is also a problem of interpreting the data particularly whether diarrhoea was the underlying cause of death or merely a contributory factor.

(6) **Number of Under 5 Deaths from pneumonia per 1000 live births**

The indicator suffers from the same problems as the preceding one. In Ecuador, for example, 20 per cent of deaths cannot be classified by cause of death. Also, even the certification of hospital deaths is not always accurate. A study in an area of the country showed that 30 per cent of the deaths were incorrectly registered. Another general problem with the indicator is the difficulty in distinguishing pneumonia from other Acute Respiratory Infections (ARI's).

HEALTH

(7) **Proportion of Children under 5 years of age underweight**

While Mexico has had a regular supply of information on this indicator for the past ten years, Ecuador had an estimate based on a survey in 1986. Philippines on the other hand has multiple sources of data on nutrition. Two of these sources publish their data as soon as they are available. However the third source, the Department of Health's "Operation Timbang" (OPT) programme has the data in unpublished tabulations. Like most data in the Philippines from multiple sources the OPT data differ considerably from the data from the other two sources. The former suffers from significant undercoverage and weighing accuracy problems. In Kenya, although all four surveys were carried out by the same agency, (the Central Bureau of Statistics), the use of two reference populations (Harvard and NCHS) and analysis of data based on percent of median cutoff points have made analyzing trends over time a difficult if not impossible undertaking.

(8) **Proportion of infants breastfed exclusively for first four to six months**

Information on this indicator is not available in Kenya. There is a perception among researchers in that country that the recommendation of "exclusive" breastfeeding for the first four to six months is not a reasonable one. It was argued that it was difficult to expect, say, a five month old child to be exclusively breastfed. However, data is available from at least one of the surveys conducted in the country (the Demographic and Health Survey) from which an estimate of exclusive breastfeeding can be derived. In Mali, while the Demographic and Health survey (DHS) shows that over 92 per cent of the children under one year were breastfed, it is not clear whether this can be taken as an indicator of the proportion of children exclusively breastfed even though that information can be directly derived from the DHS data collected.

In the Philippines, the indicator can be derived from the National Nutrition Survey (1982 and 1987) as well as the National Health Survey of 1987. The latter data are regarded as being of a higher quality. There is one problem however, with the way the question was worded. Questions on "age at which reference children were first given food or drink other than breastmilk" do not always properly screen out use of water during that period.

Mexico has some data on the indicator but this covers the period 1982 to 1986. Ecuador does not appear to have any information on exclusive breastfeeding.

(9) **Proportion of population with access to safe water**

The use of the indicator on a worldwide programme of monitoring suffers from the fact that no universally accepted definition of "safe" water or "access" exists. Mexico has information from the 1980 and 1990 population censuses on population with piped water. Information has also been collected by other agencies such as the National Commission on Water. The Philippines has multiple sources of information for this indicator including the population and housing censuses and the programme data from the Department of Health's Environmental Health Service (EHS). Ecuador has also collected but not yet published information on this for the year 1990. The two agencies that have collected the information independently of each other are the National Institute of Statistics and Censuses (INEC) in its 1990 Population Census and the National Employment Institute (INEM).

In Kenya, different categories have been used for the classification of water in the various sources and it is thus difficult to establish a one to one correspondence between the categories on the one hand and safe and unsafe water on the other. The 1987 Kenya Nutrition Survey, for example, classified water sources into clean, unsafe and spring water. Mali on the other hand has information on the proportion of the population having access to safe water for the year 1989. According to this, 41.0 per cent of the population have safe water coverage.

The word "access" in developing countries, especially in Africa, does not always imply that population with access is the same as the population that actually uses a facility.

(10) **Proportion of population with access to sanitary means of excreta disposal**

While all five countries have information on this indicator there are problems in making temporal and international comparisons. Mali, for example, has relevant information in its 1987 Population Census report which indicates that 1.3 per cent of households had flush toilets while 51.3 per cent used latrines. Mali considers latrines as a sanitary means of disposing of excreta. However, some African countries do not see the issue in the same light. In Kenya the problem is complicated by the non-comparability of classification categories used in the different surveys, even by the Central Bureau of Statistics. Unless there is consistency and standardization of concepts, definitions and classifications and of certain elements of survey methodology, there will be great

difficulty in analyzing patterns and trends over time in the same country. In the Philippines the data for the indicator are considered to be relatively more accurate even though problems with the interpretation of "access" still remain.

(11) **Proportion of population with access to adequate shelter**

There are conceptual problems with this indicator relating to the terms "access" and "adequate". All five countries collect information on housing and housing characteristics from their population and housing censuses. Some supplement such data with more detailed sample data. However, traditionally such data have been classified by type of roofing, floor and wall etc., and very little effort has been made to calculate indices of overcrowding such as persons per room ratios. Kenya has attempted to adopt a definition, in which adequate shelter is defined as a standard affordable house with two or more sleeping rooms with amenities, such as water and sanitation, and in urban areas this would include waste disposal and landscaping such as planting of trees and grass. Sanitation should either include water-borne sanitation or VIP (ventilated improved pit) latrines. Even such a definition does not completely deal with the issue of overcrowding. Each country will have to construct an index of housing adequacy before progress in monitoring improvements in housing over time can be achieved.

(12) **Proportion of children who suffer physical or mental abuse**

This is a very sensitive indicator. It is therefore not surprising that the five countries studied did not routinely collect information relating to this. There is firstly a conceptual problem of what constitutes physical or mental abuse in the cultural context of different developing countries. Secondly there are questions relating to the use likely to be made by organizations outside the country of such data. This, however, should not be interpreted to mean that Governments of developing countries are unaware of the existence of child abuse in their countries. In Kenya, elements of this were identified as child battering, child abandonment, sexual abuse and exploitation of children through work. No useful information is likely to be obtained for the construction of this indicator until these conceptual and other problems are solved.

EDUCATION

(13) **Primary school enrolment (gross/net)**

Information on gross enrolment is available for all five countries with some unacceptable time lag (more than one year) in most of them. Philippines has this information from multiple sources but the Census of Population and Housing data appear to be the most reliable. In Ecuador the information is available on a yearly basis but there is a time lag of about two years before the data is made available. Mexico has two main sources: the population and housing census and the secretariat of Public Education. The latter produces data on a yearly basis while the former carries out its population census at intervals of ten years. In Kenya, enrolment ratios are "gross" rather than net. Net enrolment ratios can be derived approximately from the returns of the school census. Mali also publishes gross rates. However, in both Kenya and Mali the population census can be used to derive net ratios. In addition, the annual school census schedule in Kenya can be slightly modified to obtain net enrolment ratios.

(14) **Secondary school enrolment (gross/net)**

Data for this indicator are available from the same sources described above under (13). Here again, gross enrolment rations are easier to obtain than net. However, there is a tendency in countries like Mali to publish crude data only and not rates or ratios.

(15) **Proportion of first-graders completing grade 4**

In some countries like the Philippines, this indicator is based on a cohort survival rate. However, in other countries like Kenya the approach is, to compare the enrolment figure for grade I with the corresponding figure four years later. Where "repeaters" are not a problem and the same schools are used, this does not pose a serious problem. The choice of grade 4 only was also questioned in Kenya, as it was thought important to consider proportion of first-graders completing grade 8 also which is the end of the first cycle institution in that country.

(16) **Mean years of schooling per person 25+**

For most of the countries surveyed, the primary source of information is the population census, though some also collect data on the indicator in surveys. Philippines for example has three main sources: the population census, the labour force survey and a special Functional Literacy, Education and Mass Media Survey. Care has to be taken in deciding which of the data to use. In the case

under consideration, there has been no effort yet to evaluate any of the data. In Mali, the relevant figures from the 1976 and 1987 Census give some basis for measuring progress in achieving the target of education for all by the year 2000. The figures 0.4 (0.6 for males, 0.1 for females) in 1976 contrast with 0.7 (1.0, 0.4) for 1987. In Kenya, highest level completed is available from the census and it is possible to calculate the median years of schooling from the census data collected.

(17) **Adult literacy rate**

Ecuador has two main sources of information for this indicator - the household survey conducted by the National Employment Institute and the population census. Mexico also has two similar sources, except that quarterly employment survey is limited to 16 urban centres. Philippines, Mali and Kenya have adequate information for measuring literacy. However, in the Philippines, data from the census assume that all household members who have completed 4th grade are literate. This assumption has to be tested since some persons even in developed countries that have nominally completed a higher grade have been realistically found to be illiterate. Another problem in Kenya was that the cut-off point for age for enquiring into literacy has moved from 10 to 12 to 15 over the past ten years and therefore data over time are not comparable.

(18) **Tertiary Science Graduates Ratio**

Here, the question of what constitutes a scientist has to be more clearly defined. The notes on the Interagency list prepared for the pilot study missions defined this as tertiary education graduates in the natural and applied sciences as a percentage of the total number of third level graduates. Clearer guidelines are required because there are several options in a university course. In some countries, a person can take chemistry, physics and geography in the first year, chemistry and geography in the second year and geography in the third year. Also as the mission to Kenya found out disciplines like agriculture, science, architecture, engineering, medicine, veterinary science, forestry, wood science, agricultural science etc. are all regarded as science in some countries and it is not clear whether this interpretation of the term is universally accepted. Within the limits of national definitions therefore, information was available or could be made available at a cost in all five countries. In Mali and Kenya, the number of tertiary level institutions is small and thus the data can be compiled readily easily, even though this is not done now. In the Philippines this could be a major exercise since the Department of Education, Culture and Sports maintains data only on

such institutions in the public sector. The private sector tertiary level institutions are numerous and would require a major effort to obtain the data. Mexico and Ecuador produce data for the indicator on a regular basis, even though delays of 18 months between data collection and dissemination exist.

(19) **Scientists and technicians/1000 population**

The comments made in the preceding paragraph on the disciplines included under science also apply here. In addition, it was not clear whether what was required was scientists and technicians by training or occupation. In the Philippines, a proxy indicator based on "Highest degree obtained" was used while in Kenya scientists and technicians according to work done in the public sector formed the basis of the information which was used to construct the indicator. The Mali mission confused the issue even further by excluding professionals from the group. The confusion could be due to language differences. The indicator was translated as "... technical and scientific cadres". In Ecuador and Mexico, the National Council for Scientific and Technical Research publishes data on the indicator but it is not clear whether the information is based on training or occupation. To assist countries in providing the necessary information, clear guidelines need to be issued, specifying for example those occupational titles in the International Standard Classification of Occupations (ISCO-88) which should be included under scientists and technicians.

DEMOGRAPHIC

(20) **Life Expectancy**

This indicator depends on knowledge of mortality at different ages and as such information especially at adult ages is not reliable in most developing countries. Calculations of life expectancy are based on a number of assumptions which may or may not be valid. The estimates of life expectancy although better than guesstimates are still of questionable reliability. All countries which carry out censuses and collect data on age and sex, together with surveys which provide some information on mortality, can therefore be used to provide estimates of life expectancy. All five countries therefore do provide such information but its reliability is open to question. Until the civil registration systems start producing reliable data, the situation will remain largely unsatisfactory.

(21) **Distribution of age of mother at first birth by age group**

Survey data are available in all five countries for the calculation of this indicator.

(22) **Mean number of children ever born (CEB)**

Data for this indicator are derived from two main sources: censuses and surveys. The census question on "Number of children ever born alive" does not always elicit reliable responses. There is a tendency in some societies to understate this number. Not even the approach which divides the question into parts, namely "Number (of children) living in this house"; "Number living elsewhere" and "Number dead" gets rid of this bias. Survey data which gather complete pregnancy or birth histories are more reliable. All five countries have data on CEB with varying degrees of reliability.

(23) **Median number of months since previous birth**

Information on the indicator was not readily available in Kenya and Mali. In the Philippines, data were available from three survey series which collected information on fertility histories. Mexico and Ecuador also had survey data which could be used to obtain the indicator. In the case of Ecuador, a problem, which is not often highlighted in using data for monitoring, may exist with respect to a probable sample bias in the National Demographic Maternal and Child Health (ENDEMAIN) survey. Such bias may be quite common in some of the surveys whose results are usually disseminated to planners and policy makers.

(24) **Proportion of births to females aged 20 to 34 years of age**

Two interpretations appear to have been considered in respect of the above indicator in the five country reports. The one interpretation was based on the number of children ever born by age of mother. The alternative interpretation which appears more correct in terms of the purpose for which the indicator is required is the number of live births occurring to females aged 20 to 34 years during a twelve months period as a proportion of the total number of births to all females during the same period.

Data on both interpretations are either readily available or can be retabulated from census on survey data. In Kenya, such data were available in published form in respect of the first but not the second interpretation, even though the latter is available from the raw survey data. The question that also arises from the studies is whether in view of indicator 21 above, this indicator should be accorded any priority.

(25) **Proportion of households with female heads**

Data for this indicator are available from population censuses and surveys in all the countries. However, caution has to be exercised in using the data, since in certain countries, for example in parts of Africa, absent male heads (away from households for long periods) are still regarded as heads of household.

(26) **Contraceptive prevalence rate**

Data for this indicator were available in Mexico for married women only for 1987 and for all women for 1987 and 1989. For Ecuador, information was available from the 1985 ENDESA Survey. However, the National Demographic Surveys of 1983 and 1988 are regarded as the most reliable source. Mali had a low rate of contraceptive prevalence - 4.7 per cent for women of whom only 1.3 per cent were using modern methods. Kenya had three different sets of data: 7 per cent for 1977-78 (Kenya Fertility Survey), 17 per cent for 1984 (Kenya Contraceptive Prevalence Survey) and 27 per cent in 1989 (Kenya Demographic and Health Survey). These figures are quoted here to highlight one problem in monitoring. Do the rates show a clear trend or has the pattern been confused by improvements in survey techniques? Only additional surveys will throw light on the issue.

ECONOMIC

(27) **Total expenditure in social sectors as percentage of GNP**

One issue raised in the Kenya study was the need to define total expenditure more precisely. Is it total aggregate, recurrent or just consumption expenditure, i.e. expenditure on labour costs and other goods and services (excluding rest of the recurrent expenditure e.g. transfers, etc). Another question raised is why GNP and not GDP. Kenya has data for this indicator for the latest financial year 1989/90. For Mali on the other hand, the data are available only for 1989. However in neither country is the information at a lower level of disaggregation. The same problem exists in Philippines. Mexico also has data on expenditures at the national level while disaggregated data are not available. In Ecuador, data on public expenditure in the social sector are also available. Data on private expenditure in all the studies considered can best be obtained from household income, consumption and expenditure surveys.

(28) Public expenditure in the social sectors as a percentage of total public expenditure

As implied in the previous comments, data for this indicator are more readily available. The only problem encountered is that some of the figures are budget figures (i.e. amounts expected to be allocated to the sector) and not actual expenditures. In some countries like Mexico the actual expenditures are normally only available to government officials and are not routinely disseminated. Since budget figures and actual expenditures in many countries diverge significantly, it is important to make sure that the information supplied relates only to actual expenditures.

ADDITIONAL INDICATORS ON THE SITUATION OF WOMEN

(1) Females per 100 males, population under age 10 and 60 and over

There was no difficulty in obtaining data on this indicator since they are obtainable not only from population censuses but also from household surveys.

(2) Women per 100 men in wage and salary employment, urban and rural

Data for this indicator are not available in some of the study countries. In Kenya and the Philippines such data are not routinely available. Labour force surveys can provide the information but they need to be reprocessed to produce the

indicator. The Mali, Mexico, and Ecuador studies did not report on the status of the indicators on the situation of women but the comments made above would no doubt also apply to them.

(3) Women per 100 men unpaid family workers, agricultural and non-agricultural

Data are normally obtained from population censuses and labour force surveys. However these are not routinely tabulated in the prescribed form and in some countries considerable reprocessing will be required before the indicator can be derived. Kenya in its previous censuses did not include economic questions and thus the indicator can only be derived from the 1989 population census. The categories on the status of employment used in the rural labour force survey did not specifically identify the unpaid family worker. The Philippines however collected all relevant data which will have to be reprocessed to produce the indicators.

(4) **Females per 100 males in rural to urban migration**

The Philippines reported two main sources of data for the above indicator: the Population Census and National Demographic Survey. For other countries, lifetime migration can be investigated. However, in countries where de facto population is counted (i.e. population at place of census night) as against de jure population (i.e. population at usual residence), the concept of migration calculated in respect of place of enumeration has some serious defects.

(5) **Percentage of women participating in grassroots and community organization, economic cooperations and others, urban and rural**

There is no available central source for the data required to produce this indicator in any of the countries that reported on it.

(6) **Women per 100 men agricultural holders**

Data on holders are not generally disaggregated by gender. In the Philippines, a proxy indicator on "female operators" can be obtained. In Kenya, since there are cultural obstacles to women being holders, it was considered that the indicator though important should be accorded a low priority.

THE PERCEPTION OF COUNTRIES OF THEIR OWN PRIORITY INDICATORS

Most of the indicators reviewed above were considered as priority indicators by the five study countries, with the exception of the following which were not accorded high priority by at least one country: proportion of infants breastfed exclusively; proportion of children who suffer physical or mental abuse; mean years of schooling; tertiary science graduates ratio; scientists and technicians per 1,000 population; proportion of births to females aged 20 to 34 years; proportion of households with female heads; percentage of women participating in grass-roots and community organizations economic cooperatives and others; and women per 100 men agricultural holders. The following additional indicators were proposed by at least one country:

Mortality

Neonatal mortality rate
Post neonatal mortality rate
Crude death rate
Child (1-4 years) mortality rate

Health

Coverage of health systems
Percentage of pregnant women receiving prenatal care
Percentage of women receiving postnatal care
Percentage of persons under 1 year of age immunized against DPT
Percentage of under 1 immunized against polio
Percentage of under 1 immunized against tuberculosis
Incidence of ARI in under 5 years of age
Incidence of diarrhoea among under 5
Percentage of pregnant women with anaemia
Percentage of iodine deficiency disorders
Percentage of births attended by trained personnel
Incidence of diabetes

Education

Net enrolment ratio (6-14 years)
Percentage of repeaters in primary education
Percentage of dropouts in primary education
Teacher - pupil/student ratio (primary, secondary and tertiary levels)

Demographic

Total fertility rate
Crude birth rate
Total population
Population growth rate
Urban population as percentage of total population
Population density
Age - dependency ratio

Economic

Unemployment rate
Underemployment rate
Economic - dependency ratio
Labour force participation rate
Consumer price index
Per capita GDP
Per capita GNP
Savings and investment (as per cent of GNP)
Per capita spending on social sector at the household level

Financial input of donors in development
Technical assistance for the social sector